

~~SECRET~~

CONFIDENTIAL

9 May 1964

*Keep
Hudson*

MEMORANDUM FOR: Executive Director

SUBJECT : Proposed Career Development Program

1. Attached is a proposal for your consideration on how the Agency might approach the career development problem.

2. I have liberally plagiarized from your 1960 IG report on career development and from several Office of Personnel studies, including the one for you on a Generalist Corps. I asked [REDACTED]

25X1A

[REDACTED] to read rough drafts of my paper and received very helpful suggestions from all of them.

3. What I tried to suggest in this paper is a way to approach centralized career development in the Agency without (a) disrupting any present management system that might be making contributions to career development and (b) without giving the various Directorates something which they will try to shoot down at the outset.

4. The people I have talked to feel strongly that if we tried to form a Generalist Corps cold, there would be very strong reaction to it. Therefore, I'm suggesting the creation first of a Career Development Board which will have as one of its primary duties making recommendations on how a Generalist Corps can be established.

5. The key, of course, to a successful career development program will be to get top-notch men for the Development Board. I have recommended that the Board have only two members besides a chairman since this would avoid a four-man Board with a representative from each Directorate. (This would do nothing but establish another committee made up of individuals who are responsive only to the needs of their own Deputy Directors.)

6. The DD/S and D/Pers may feel that the actions called for in the proposed program should be carried out by the Office of

25X1A
25X1A

DOC	1	REV DATE	12-01-82	BY	029725
ORIG COMP		CPI	11	TYPE	01
ORIG CLASS	5	PAGES	37	REV CLASS	C
JUST	22	NEXT REV	2012	AUTH	HR 10-2

CONFIDENTIAL

GROUP 1
EXCLUDED FROM AUTOMATIC DOWNGRADING AND DECLASSIFICATION

~~SECRET~~

CONFIDENTIAL

Personnel. This would be unrealistic, I'm convinced, because an Agency career development program must have the authority of the O/DCI behind it constantly to chip away at the narrow interests of the various separate components.

7. I have also attached a sample Action Memorandum (Attachment A) and an Agency Notice (Attachment B) that could be used to launch the Development Board. They are designed to get the Board moving without attracting too much attention from the entrenched forces favoring local autonomy. Assuming the Board members are top-notch, they could get right into the job without a lot of fanfare.

8. This study may not be at all what you are looking for. If not, please let me know and I'll revise it to give you what you do want.



25X1A

CONFIDENTIAL

~~SECRET~~

~~CONFIDENTIAL~~

MEMORANDUM FOR: Deputy Director/Intelligence
Deputy Director/Plans
Deputy Director/Science and Technology
Deputy Director/Support
Office of General Counsel
Inspector General
BPAM

SUBJECT : Formation of a Career Development Board

REFERENCE : HN , 10 June 1964, Career Development Board

1. Office of Personnel studies clearly indicate that the loss of senior Agency officials over the next ten years will be about 60% and almost 90% over the next fifteen years. Therefore, it is essential that we plan now to develop in adequate numbers broadly experienced officers who will be fully prepared to replace those who will be leaving senior positions.

2. To meet this requirement, the DCI has directed the formation of a Career Development Board. The Board will be composed of a chairman and two Board members; it will also have a small secretariat to support it. The Board will be directly responsible to the Office of the DCI, and its members will devote full time to their Board duties. As its first duty it will recommend to the DCI, after consultation with Agency officials, goals and procedures to meet Agency needs in the development of officers to fill top

~~CONFIDENTIAL~~

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

management and executive positions. Later it will monitor these plans and procedures and make certain that they are being effectively carried out throughout the Agency.

3. It is imperative that all Agency officials cooperate fully with the Career Development Board.

Lyman B. Kirkpatrick
Executive Director

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

This Notice Expires 1 July 1965

ORGANIZATION

HN

10 June 1964

B

CAREER DEVELOPMENT BOARD

1. PURPOSE

Effective 1 June there is hereby established a Career Development Board for the purpose of recommending to the Director plans and procedures to make certain the Agency is developing broadly experienced senior officers in adequate numbers to replace those officials who will be leaving the Agency. Later it will monitor these plans and procedures and make certain that they are being effectively carried out throughout the Agency.

2. ORGANIZATION

- a. The Board is composed as follows:

MATTHEW BAIRD,

Chairman

Member

Member

- b. A small permanent secretariat will be appointed by the Chairman of the Career Development Board.
- c. The Board members and the secretariat will devote full time to the activities of the Board.

SECRET

~~SECRET~~

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

3. FUNCTIONS

The Career Development Board shall:

- (1) The Board, in consultation with the DCI, DDCI and others, will establish policy and define goals in the field of career development
- (2) It will advise with Agency officials concerning action required to achieve policy objectives and actively participate with respect to actions necessary to insure adequate lines of managerial succession.
- (3) It will advise the Director of Personnel and others concerning actions required to achieve and maintain a balanced work force commensurate with Agency needs, balanced with respect to skills, mobility, age and grade. This may include such matters as recruitment, deployment of personnel, programs of training and retraining, means of reduction in force, promotion policy, etc.
- (4) It will monitor the personnel management of Agency careerists at certain bench marks in their careers to insure consistent and proper handling throughout the Agency.

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

Significant monitoring points would include: initial probationary period; time of qualification for career status; midcareer point; time of recommendation for promotion to supergrade or to a designated senior position.

- (5) Where necessary it will direct that implementing actions are carried out.

Marshall S. Carter
Lieutenant General, USA
Deputy Director of Central Intelligence

DISTRIBUTION: AB

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

PROPOSED AGENCY CAREER DEVELOPMENT PROGRAM

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

PROPOSED AGENCY CAREER DEVELOPMENT PROGRAM
INDEX

SUMMARY	1
PROBLEM	2
GENERAL DISCUSSION	3
Recent History of the Agency Career System	4
Present Career Program	5
Evaluation of the Present Career Service System	7
Positive Agency Factors Favoring an Effective Career Development Program	9
Fundamentals of Career Development	10
ACCOMPLISHING THE OBJECTIVES	14
Objectives	14
Establishment of a Career Development Board	15
First Steps to be Taken by the Development Board	17
Operating Ground Rules for the Development Board in its Early Stages	18
Establishment of a Generalist Corps	19
Timing of the Activity of the Development Board	21
CONCLUSION	23
GRAPHS	24

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

PROPOSED AGENCY CAREER DEVELOPMENT PROGRAM

SUMMARY

1. Our present career system has not met current needs and will not be able to meet Agency needs in developing a cadre of broadly experienced candidates for key executive positions in the Agency. Since many of our top executives and their assistants are about the same age and will be retiring at about the same time, this problem will become increasingly acute.*

2. This paper proposes that the Director create a small Development Board, responsive to him, to establish procedures for initiating an effective career development program. It will also be the duty of the Development Board to see that the recommendations are effectively carried out. The Board will be principally advisory in nature and will utilize, wherever possible, existing Agency entities concerned with career management. It must, however, have behind it the authority of the DCI to direct action when necessary.

3. While the Development Board at the outset will primarily concern itself with the problem of developing individuals to serve in top Agency executive jobs, it will also establish procedures, coordinated throughout the Agency, to provide an effective career development system for Agency management needs at lower levels.

4. It is further recommended that there be established a Generalist Corps, composed of senior Agency officers, which will be a facility to make certain that top Agency management has in depth fully trained executives prepared, or in the process of preparation, to fill any senior Agency position.

*At the end of this report there are three charts which project these losses.

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

PROBLEM

5. To establish an Agency program:

a. To identify and provide development opportunities for employees considered to possess the potential for positions of senior managerial responsibility.

b. To provide centralized career development guidance for employees who intend to make a career in the Agency.

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

GENERAL DISCUSSION

6. Through all the background papers on executive development in our Agency, there runs at least one common theme: the recognition that our career system must produce well-developed, broadly-experienced candidates for key executive posts that must be filled. On this central issue there has never been any dispute. Nor can there be if we are really committed to the notion that ours is a Career Service. Yet we still have not tackled, with anything like a systematic approach, the problem of developing top executives whose career direction, if properly handled, must transcend Career Services at Deputy Directorate levels. Nor have we devised a career management program which aims systematically at the development and exploitation of employees' fullest talents during their employment with the Agency. There are probably several reasons for this.

a. First, most of our senior executives up to now have been relatively young men. The urgency associated with preparing for their replacements has not always been apparent.

b. Second, during the last ten years, relatively stable ones insofar as the size and projected growth of the Agency were concerned, we may have felt that sufficient numbers of qualified replacements were already on hand. Experience has borne this out generally. Retirements and other losses among top executives have not been beyond our capacity to deal with. It is only now, as we look ahead and contemplate the sharp rise in anticipated losses, that not only will our executive losses go up abruptly, but so will the losses of "replacements" we have been relying on, because they too will be leaving the Agency along with or closely behind the executives they might have replaced. Our problem is thus changing dimensions as the average age of our senior personnel continues to climb.

c. Third, our Deputy Directorates and Career Services have been absorbed with responsibilities for developing their own career staffs, including their own key executives. In addition, they may have reasoned that the development of executives for broader uses would necessarily impinge on and possibly even clash with their own immediate concerns.

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

d. Not to be overlooked, also, is the fact that most past proposals for career development have been interlocked with a variety of other ideas which, though perhaps related, were not essential to the central problem of identifying and developing top executives. The proposals were presented and treated as a package and because some of the ideas advanced were unpopular, no action was taken.

7. An assumption basic to this paper, therefore, is that there is not now in the Agency any formalized career planning to satisfy top Agency management needs. The problems involved in an Agency career program transcend component boundaries. So must the responsibility. A quick review of the recent history of our career system will show why.

Recent History of the Agency Career System

25X1A 8. The Agency regulation which outlined the procedures to be followed for the development of career plans [REDACTED] was in effect from November 1956 to October 1960. It permitted the employee to document his ambitions with the help and approval of his supervisor, and with some assurance that this document would be considered by the Career Service Board or Panel concerned with his career development. Throughout the Agency this method of career planning was viewed as a burdensome exercise that created more problems than it solved. To avoid embarrassment and the accusation of not living up to its promises, the Head of the Clandestine Services' Career Service jettisoned individual career planning and substituted a more practical method of using the Field Returnee Questionnaire (FRQ) as an aid in making assignments more compatible with the expressed desires of the individual. For the large majority assigned to the Clandestine Services' Career Service, this substitution can be considered adequate for the immediate future but in no way can it be regarded as sound long-range career planning.

9. Treatment accorded individual career planning by the other Career Services ranged from meticulous compliance with the regulation to almost complete abandonment of its provisions. In general the results were unsatisfactory regardless of the method followed. Those who did comply acquired enormous files of CPO forms and expended thousands of hours of time in conferring with employees but few plans were put into effect.

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

10. The principal defect of this program was its basis on the theory that every employee should have a planned career which he should design himself. The average employee who attempted to do this was faced with the realization that he was ignorant of the Agency and its functions outside his own component. His supervisor seldom was able to assist him in this respect. When the career plan extended beyond the limits of the immediate service (and it frequently did) even the Head of the Service often was helpless to put the plan into effect because of inadequate communications between Services. When the plan was limited to the immediate Service there was no need for the elaborate process; it became a part of normal good personnel management. Furthermore, career planning on this basis was doomed to failure because it was lacking in Agency-determined objectives and thus could not fill Agency needs. It was an aimless procedure which all too often frustrated the individual, dulled his enthusiasm and ultimately defeated its own purpose.

11. Career planning can only be accomplished successfully on a selective basis with well-defined objectives in view and with a centralized facility to see that it is carried out. It must be given guidance and direction by an instrument of the Agency having knowledge of the over-all Agency needs and able to determine the necessary objectives.

Present Career Program

12. The present career program is outlined [REDACTED] 25X1A where the purpose is stated: "to establish personnel management practices which will develop people to the fullest extent to meet present and anticipated personnel needs of the Agency and encourage their long-time service with the Agency." The purpose is fundamentally sound but the program suffers from a lack of definition of the Agency's needs and the absence of specific objectives. The regulation establishes the Career Service machinery designating several Career Services with Boards and Panels to monitor the program to the Heads of Career Services.

13. For each there is a Head who is advised and supported by a Board. Each Service has subordinate Services each with a Head of Service and supported by a Panel. Changes and additions to

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

the structure have been made which for all practical purposes have evolved into a separate service for each of the organizational components of the DD/I and DD/S areas and a single service in the DD/S&T. The DD/P has a single Service with six subordinate Panels. The number of subordinate Services now totals 32.*

14. Generally the Career Service Boards and Panels have established additional subordinate panels or committees to perform specific functions such as competitive rankings for promotions or to handle the personnel affairs of various sub-divisions of the particular component. Each board, panel or committee has some form of secretariat or other administrative support. A conservative estimate places the total of senior officers devoting part of their time to the career program at about 350 and a minimum of 60 officers and clerks engaged full time in direct support. This does not include the time and manpower expended in general support by the administrative staffs of the offices and components of the Agency, nor does it include the bulk of the Personnel Office.

15. Within the general framework of the career program as established by regulation each Career Service Board and Panel has developed its own methods of operation. Some are highly formalized, others are very informal. Some meet as often as weekly while others meet on call with intervals of six or eight weeks between meetings. All act in an advisory capacity making recommendations to the Head of the Service in matters of promotions, training and sometimes assignments. As a general rule the Boards and Panels are concerned with employees through grade GS-14 while the Head of the Service generally retains exclusive jurisdiction for those above that grade. Acceptance of board recommendations is about 90%. Frequently their deliberations are conducted on actions that have already taken place or decisions that have already been made by the Head of the Service.

*Although the Clandestine Service Career Service is regarded as a single service much of its personnel management still is handled on a component basis. If these are considered as separate subordinate services the total would be nearer 40.

SECRET

Evaluation of the Present Career Service System

16. It becomes quite apparent that a tremendous effort is being made in terms of time and manpower to conduct the present Career Service system but that this most critical aspect of career development is not being advanced effectively. The effort put forth by the Heads of Career Services and the various Boards and Panels has resulted in the development of some sound policies and practices in personnel management. Principal among these has been competitive promotion which at least assures each employee of a periodic review of his status and due consideration of his performance and qualification for advancement. The establishment of Boards and Panels has been beneficial since they inject a measure of impartiality into personnel management and reduce to some extent the practice of flagrant favoritism. Finally, the requirements of the program are such that they compel senior officials to take a greater part in personnel management than they otherwise might. It is noted that the best managed Career Services, which contribute most to the employees, are headed by officials who believe in it, accept its purpose and pursue its objectives aggressively. Unfortunately not all officials have supported the program fully.

17. The failure of our present system to achieve a sound career development program is due in large part to deficiencies inherent in the Career Service structure and, to a major degree, to the inability of many senior officials to understand and accept the basic requirements of career development. The fundamental weakness is that the Career Services are based primarily on the Agency's organizational structure with the effect of creating separate Career Services for each major Agency component. This accentuates and serves to perpetuate undesirable and harmful compartmentation which often is not based on security needs. There is not enough communication between Services and no provision has been made to facilitate essential actions transcending the limits of the immediate component. Furthermore, most of the Services attempt to deal with all the unrelated occupations found in their components such as substantive, operational, clerical, support, technical and managerial. Some of these occupations are so narrow that career development is practically impossible. Employees in interchangeable occupations in other Services do not compete with one another nor is there effective freedom of movement between

SECRET

SECRET

Services. At present there is not an effective system for the exchange of personnel between major components for the purpose of broadening an individual to assume more responsibility.

18. Under the Agency system career development depends largely on the initiative of the individual. If he feels impelled to make a change, to seek opportunity for advancement, or to try his hand at a different branch of service he must make it on his own and he gets little or no assistance from his Career Service. Those officials who are willing to help frequently find themselves enmeshed in administrative red tape to a point of complete frustration. Other supervisors, unfortunately, are less enlightened and more self-serving; they tend to regard such individuals as disgruntled (which may be true) or disloyal. Where this attitude exists the individual employee may suffer a severe setback to his career if he has the temerity to ask for the assistance of the mechanism established for the purpose of career development. His only opportunity lies in his ability to negotiate a reassignment on his own (and this is done quite frequently) and then sever connections with his former Service. The end result, when successful, is not a part of a planned calculated action intended to meet an Agency need but only one believed by the individual to be in his own best interests. There is a strong likelihood that the action will actually be harmful both to the individual and the Agency.

19. Finally, a major deficiency of the current program is that it does not accept or concern itself with Intelligence as a profession or a total occupation but is limited only to its separate parts. Its basic concept implies that each office or each separate function is a career in itself and it does not recognize the need for developing the fully experienced, broad quage, professional intelligence man the Agency so badly needs. It should be noted here that with the increased emphasis on the role of the DCI as the President's coordinator for all intelligence, it is increasingly important that the Director has representing him in key Agency jobs men who understand intelligence and the Agency in their entirety.

20. From this evaluation we have reached the following conclusions concerning the ability of our present Career Service system to undertake successful career development:

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

a. The present program is inflexible and unresponsive to the Agency's present and future management needs. It does not meet the basic principles of career development.

b. It fails to meet the needs of the employees; it does not offer broad opportunity for advancement; it frequently does not reward the most deserving.

c. It is often indistinguishable from the normal day-to-day personnel management undertaken to meet short-term goals.

d. It is lacking in specific objectives and can only develop more specialists rather than fully experienced personnel to fill the Agency's key positions.

e. Perhaps most important, it is lacking in authoritative centralized direction.

Positive Agency Factors Favoring an Effective Career Development Program

21. It can be seen from the foregoing discussions that much exists in our present career system to assist in a career development program. The Career Service Panels are generally effective instruments for promoting individuals and in many cases for managing their careers in the early stages. There exist in the Agency many senior officers who whole-heartedly believe in an Agency career development program and will assist in making it work once we are clear about what we want. Also it is safe to say that most junior and middlegrade Agency careerists will enthusiastically welcome a real career development program. In addition there are other programs and mechanisms that can immediately be brought into focus in effecting a career development program: the Agency recruitment program is a good one and we are progressively developing techniques and procedures to get the people we want; the JOT program is a proven one and is supplying us with an increasing number of potential generalists each year; the Midcareer Training Course now gives the Agency a program to re-evaluate and broaden a few individuals; the Training Selection Board provides an effective mechanism for making certain that the right men are being given the right external training

SECRET

SECRET

at the right time in their development. The Agency Manpower Officer can indicate where there are or will develop manpower shortages and surpluses that could be remedied by retraining. What is further needed is an instrument responsive to the Director to coordinate all the activity presently concerned with career management and advise the Director and the Career Services on matters involving career development for the Agency as a whole. Before discussing how this can be accomplished it is necessary to discuss the fundamentals of an Agency career development program.

Fundamentals of Career Development

22. As we have seen, one reason for the failure of the present career program to achieve its purpose is a lack of complete understanding and acceptance throughout the Agency of the basic principles of career development. These are some of the points on which general agreement must be reached:

a. There must be recognition of Intelligence as a profession. This includes all functions of the intelligence process from collection through interpretation plus the covert action responsibilities of the Agency and the integral support activities that are an essential part of intelligence. As mentioned previously in this paper, this recognition is now more important than ever in light of the role that the DCI, and at times his Agency lieutenants, play in coordinating the U.S. Government intelligence effort.

b. There is a distinction to be drawn between intelligence careerists and non-careerist Agency employees. The latter will include many specialists at all levels whose careers lie in other fields but whose services are required, sometimes temporarily, by the Agency in the performance of its mission. (Such individuals might be physicians, scientists, engineers, accountants, etc.) However, there will also be many specialists who plan to make a career in CIA and even though they have skills that could give them employment elsewhere, they are true careerists. This group might include physicians, psychologists, economists, geographers, scientists and technicians of all types, etc. Many of them will wish to continue as specialists and often should be encouraged to do so. Some will develop a breadth of experience and a capacity for leadership and can be considered for top executive jobs in a number of fields.

SECRET

SECRET

c. Career development is a highly selective process which will ensure identification of, and opportunity and preparation for, the most capable. It is not a form of paternalism intended to lead all employees by the hand from EOD to retirement nor is it a blanket guarantee of success without effort.

d. There must be recognition of the fact that in the Agency many individuals will be forced to learn new skills during their Agency careers as the jobs they are doing become of marginal importance to the Agency. Intelligence programs can never be static and must be constantly reviewed to see if they are fulfilling realistic requirements of the DCI and higher authority. Also, the Agency manpower ceiling for the foreseeable future will be relatively stable, and therefore our personnel force must be highly versatile, ready to divert its energies to new and more important programs as the needs arise. Retraining programs will be necessary in many cases to meet such demands.

e. There is no question that movement of personnel is a costly process. The one man do-everything-yourself executive might appear, for a short period, to provide sound management; this type of management, over the long haul, is the least efficient and most costly. The Cuban crisis in the fall of 1962 clearly demonstrated to us that our top management must be several layers deep in each of our major components. This is because, in a crisis, our top people are pulled away from their normal management duties for meetings and special assignments. There must be enough depth of individuals with superior qualifications so that the Agency can function even when the first and second layers of Agency leadership are not available.

23. There must also be general acceptance of these principles of a career program:

a. The growth pattern of the employee under a career program is characterized by mobility and movement. He is encouraged to move from one activity and component to another to follow career

SECRET

SECRET

opportunities, develop in his selected functional line of work and grow in his career field.*

b. One often hears that it is not the system that counts in a Career Service but the individual. This may be true of handling certain problems over the very short run. Over the long pull, the nature of the personnel management system is of dominant importance. It determines the kinds and qualities of the individuals who are brought into the organization; it provides the thoroughfares, and the blind alleys, for advancement to the senior positions; and it conditions the attitudes and the value-judgments of personnel toward the Agency, its mission and their jobs. It is the most important single element that forms the climate of an organization under which its employees are recruited, hired, developed, retired, or fired.

24. Finally, we should have a clear picture of the existing total structure within the Agency for the management of people. In CIA, we have a three-dimensional structure for personnel management. The lines of demarcation are not precise nor are they spelled out with exactitude in our regulations. Nonetheless, the concepts are clear.

a. First and most important, there is the basic COMMAND structure within which the development process must be accomplished. It has authoritative responsibility for the day-to-day assignment and satisfactory performance of duties.

b. Second, we have the CAREER SERVICE structure. As noted previously, in some parts of the Agency, this is merely a specialized personnel management element contained within the command structure. In other cases, the Career Service structure overlaps the several command structures. The Career Services

*There is recognition of the fact there may be problems of security in moving an officer from the Clandestine Services into a job in one of the overt components. However, this should not be an insurperable problem. It is also recognized that there are inherent problems in trying to put officers inexperienced in clandestine operations into sensitive overseas slots. However, there are certain overseas slots, as reports officers, and certain Headquarters positions where an individual could receive familiarity with field operations.

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

can provide an orderly facility for carrying out the Agency's career management program during the early and middle stages of an individual's development.

c. Lastly, there is the STAFF AND SUPPORT structure. These elements have technical or functional responsibilities directly related to the management of the personnel of the Agency. This means principally the Office of Personnel, the Office of Security, the Office of Training, the Medical Staff, and the offices of the Inspector General and of the General Counsel. It is worth noting that these staff elements play a dual role in matters of personnel management. They are responsible for monitoring various activities of the Agency and, when indicated, for taking staff action to protect Agency interests. They are no less responsible for giving both advice and direct support to all supervisory officials in the handling of the many problems inherent in the management of people.

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

ACCOMPLISHING THE OBJECTIVES

Objectives

25. Any long-range program must have as its objectives: introducing a steady flow of basically well-qualified young people into the Agency, as we are now doing; undertaking a continuing process of monitoring and screening to identify those capable of broad development; and providing the opportunity for advancement to positions of responsibility through planned development. Such a program must encompass:

a. Early broad training and experience in the total field of intelligence work for a cadre of careerists, their experience in depth in a selected field during their early career period, and their cumulative development of increasingly broad managerial and occupational knowledge in preparation for a senior job.

b. Concurrently with this, a monitoring and a screening of all specialists to (1) make certain that they develop excellence through training and experience in their specialty and to (2) select certain specialists, who show an ability and inclination to do so, to become intelligence generalists in preparation for senior assignments.

26. Assuming that a certain stability will be maintained in Agency employment levels and that no major changes will take place in the Agency's organizational structure, the ultimate goal of this program is to fill the [REDACTED] supergrade executive positions and the [REDACTED] senior managerial positions (GS-14 and 15) with the best qualified people who have been developed to the fullest extent in intelligence work. In the process there will also be substantial improvement in the productivity and performance of employees who reach their maximum level of development at the intermediate stages so that the total effort will not be too narrowly focused on the top positions only.

25X9

25X9

SECRET

SECRET

Establishment of a Career Development Board

27. The objectives, just described, can best be accomplished by making a few changes and additions to our present Career Service and management system. The establishment of an Agency Career Development Board, responsible for overseeing all Agency career development, should be the first step. This Board should have a permanent chairman appointed by the DCI. It should have two other members. It should be a full-time activity for each of its three members. There should also be a small permanent secretariat and staff assistance directly responsible to the Board.

28. The duties of the Development Board should be as follows:

a. The Board, in consultation with the DCI, DDCI and others, will establish policy and define goals in the field of career development.

b. It will advise with Agency officials concerning action required to achieve policy objectives and actively participate with respect to actions necessary to insure adequate lines of managerial succession.

c. It will advise the Director of Personnel and others concerning actions required to achieve and maintain a balanced work force commensurate with Agency needs, balanced with respect to skills, mobility, age and grade. This may include such matters as recruitment, deployment of personnel, programs of training and retraining, means of reduction in force, promotion policy, etc.

d. It will monitor the personnel management of Agency careerists at certain bench marks in their careers to insure consistent and proper handling throughout the Agency. Significant monitoring points would include: initial probationary period; time of qualification for career status; midcareer point; time of recommendation for promotion to supergrade or to a designated senior position.

e. Where necessary it will direct that implementing actions are carried out.

29. The chairman of the Development Board will select, in consultation with the DCI, the two other members of the Board. The

SECRET

SECRET

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

position of chairman should be filled by a very senior officer who has had broad experience throughout the Agency, a good grasp of the problems of effective manpower utilization and a complete acceptance of the feasibility and value of career planning. The members of the Board also should be senior officers each with extensive Agency experience. It is essential that they be oriented toward serving the Agency and not a single Directorate. They should have a sound understanding of Agency-wide activities and problems.

30. To support it the Development Board will have a small secretariat made up of Career Management Officers (CMOs) and clerical personnel. The CMOs serving on the secretariat should be middle-grade officers with substantive* Agency experience, some over-all knowledge of Agency activities and an interest in career development. It will be the responsibility of the CMOs to give the Board members direct staff support in matters that would not normally be handled by the Office of Personnel or the Career Panels. The CMOs will also give consideration to the personal and individual needs of Agency careerists by counseling them and giving appropriate support to their preferences where appropriate. In selecting the CMOs the Board should be aware of what expertise it requires so that the Board can give thoughtful consideration to all Agency career development needs. It is recommended that one CMO be a woman to give special attention to women careerists. Also there should be a CMO (or a Board member) who has familiarity with the problems of career officers under deep cover. It will, of course, be necessary to have a CMO who fully understands the career problems of scientists and technicians.

31. Although some permanent clerical help may be required, the Board should get its administrative support primarily from the Office of Personnel and the Career Service Boards and Panels.

32. The Board and secretariat should be part of the Office of the DCI. Normally the tours of duty will be for three years, but the

*The Department of State utilizes FSOs at the FSO-2, 3, and 4 level as CMOs. They are men with successful backgrounds in substantive fields who will return to these fields after a tour as CMO. Excellent men serve as CMOs and it is considered attractive duty.

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

SECRET

SECRET

initial tour should be arranged so that there will be only one replacement each year thereafter.

First Steps to be Taken by the Development Board

33. In order to develop and inaugurate a program directed at meeting present needs for a general improvement of performance at all levels through career and executive development, certain basic steps must be taken before the program can begin to function effectively:

a. Preliminary Study to Define Goals and Procedures. The Board must first define Agency needs precisely so that its goals will be absolutely clear to all concerned. In order to do this the Board must become fully familiar with the various existing Agency personnel management systems.

b. Earmark Agency Positions to be Filled by Broadly Developed Officers. The Board should prepare a list of those specific Agency executive* positions that should be filled by officers with broad Agency experience and proven executive abilities. Presumably most jobs calling for supergrades should have generalists in them, but there will be exceptions for specialists. The Board will make certain that there is always at least one candidate ready to step into a job.

c. Roster of Potential Executives. The Board should also develop and maintain a roster of executive potential. This roster would contain current information on the skills, experience, and previous assignments of all individuals being considered for senior assignments. To the extent reasonable, the inventory should indicate the position(s) for which each candidate is being groomed and, conversely, the prospective candidate(s) for each position. In both cases, multiple listings should usually occur; that is, most key positions should have several prospective candidates, and most individuals in the inventory should be preparing for more than one job.

*Chiefs of overseas installations with major policy responsibilities, or with significant managerial responsibilities involving more than one Headquarters Deputy Directorate, should be included.

SECRET

SECRET

Operating Ground Rules for the Development Board in its Early Stages

34. The Board should follow these procedures:

a. It should make use of the facilities of the present Career Service Boards and Panels and the Office of Personnel and not duplicate services now being effectively provided by support components. It should not supplant the Boards and Panels but enlist their help and make certain that they understand their responsibilities in career development and carry them out.

b. The Board should report directly to the DCI and exercise authority as necessary in the implementation of its recommendation. Although the Board basically will be advisory and coordinative in nature it must be given adequate authority to accomplish the objectives of the program. Such authority must be derived from the DCI. The Board should have the full support of all Operating Officials, but it would be impracticable not to recognize that the actions of the Board will, at least at the outset, be met with suspicion by the Deputy Directors who have so long enjoyed virtual autonomy where career development is concerned. There may be occasions when Operating Officials will lose sight of Agency interests in favor of their own. When this occurs the Board must have the authoritative backing of the DCI in effecting corrective action.

c. The Board, at least during the first months of its existence, will operate under the assumption that the primary job of early career development can best be handled by the separate Career Services and Deputy Directorates. The Board's function will be to set standards for the early development of individuals and monitor the actions of the Career Services to make sure that the development is being carried out in accordance with Agency procedures. It should use fully the facilities of the Office of Training and the Training Selection Board. The Training Selection Board and the Development Board will consult closely on the selection of individuals for the Agency Midcareer Training Program.

d. The program, at first, should focus on intermediate and senior levels of the Agency and provide for appropriate training and work experience for the most capable employees in these categories. Selectivity will be the dominant word. One advantage

SECRET

SECRET

of limiting the career planning system to the middle and upper grades is that the Board will gain experience which will later be useful in knowing the career direction in which to point junior officers.

Establishment of a Generalist Corps

35. When the Board has defined its goals and has established procedures throughout the Agency for career development, there should then be formed a centralized mechanism for the final development of officers in the senior phase of their careers. Also, there should exist a mechanism which can manage the assignments of the great majority of senior officers in top Agency executive positions. An Agency Generalist Corps, composed of the very senior Agency officers, is the logical way to accomplish these goals. The Corps would be made up of men who have a knowledge of the Agency as a whole, extensive experience in parts of it, and have proven themselves to be good managers and leaders. Clearly, our concern has to do with executive and managerial requirements involving broad, general experience. This normally cannot be acquired entirely within one Agency component but takes opportunities beyond those a single component can provide.

36. The Development Board, after it is fully conversant with Agency development needs, should advise the Director on its specific recommendations for the expeditious establishment of such a Corps. The Board may recommend approaching the problem somewhat differently than suggested below, but we believe the following approach is a practical one.

a. Generalists, who have been identified at some point in their development by the Board as potential senior executives, will be eligible for the Generalist Corps when they are considered for supergrades and occasionally at the GS-15 level. However, acceptance of the Generalist Corps will not be automatic upon promotion to supergrade. The Development Board must first be convinced that the individual is indeed a Generalist or is capable of developing into a true Generalist.

b. Also there will be certain individuals who have followed a specialty or who have come into the Agency laterally; they may have

SECRET

developed broad experience in Agency matters and have shown potentialities for further leadership. They will also be eligible for the Generalist Corps.

25X9 c. In establishing a Generalist Corps the Development Board should start by considering the GS-18s and GS-17s. (There are [REDACTED] of the latter.) Ideally all of these employees should be suitable members for the Generalist Corps. However, some will be so close to retirement that it will serve no useful purpose to include them in this category. Others will obviously not be Generalists because of their restricted experience, and they should be excluded. When all the GS-17s and GS-18s have been selected or rejected, then the Development Board should review the 25X9 [REDACTED] GS-16s. When these have been sifted out then the Development Board should review GS-15s [REDACTED] and 25X9 select those who are obviously destined for senior executive jobs.

d. After identifying Generalist candidates and deciding at least tentatively the position(s) for which they should be preparing, the Board must shape -- at least in broad outline -- a development plan for each candidate. Plans will vary according to the age and experience of the candidate, the job(s) for which he is being groomed, his prior training, etc. Some will be specific, others very general. But they must provide realistic, working targets for the future assignment and training of every candidate; this is essential to the successful conduct of the program. The ingredients of executive development plans include:

- Rotational assignments within and across components
- External and other special training programs
- Exchange agreements with other agencies
- Committee and task force assignments within the Agency and with inter-agency groups
- Special details and temporary assignments within the Agency and to such outside bodies as NSC
- Other special arrangements

~~SECRET~~

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

The Board must take the initiative in creating new development opportunities and in expanding and modifying others already available.

e. Serious consideration should be given to augmenting the salaries of all Generalists by \$1000 a year. Since these individuals will take on more speculative positions as Generalists, insofar as their future assignments are concerned, there should be commensurate compensation when they give up their primary identification with their Career Service.

37. As mentioned previously, there are certain vital skills in the Agency where the individual must specialize over a period of years to develop the necessary expertise to fulfill Agency needs. Certain case officers fall into this category as do some analysts, scientists, and others. It would not serve Agency needs to deflect them from their specialties into Generalist work or to make their promotions to supergrade contingent on broadening their field. These individuals should be identified by the Board and encouraged to proceed as they have.

38. It will, of course, be obvious to others in the Agency once a candidate has been selected for the Generalist Corp. However, prior to that time there is no need to publicize or draw attention to the development of an individual. No advantage can come from this and considerable unhappiness can be generated especially if he is later dropped. To be sure, there will be actions from time to time affecting candidates that may be "read" by colleagues as signaling inclusions in the executive inventory, but this type of speculation is harmless.

Timing of the Activity of the Development Board

39. The first phase of the Board's existence, perhaps six months to a year, should have the function of gathering information. The Board should learn how every Career Service works, what problems it tackles and how, and what problems it ignores. The differences among Career Services are too great to reconcile without very thorough preparation in this first phase. The Board's responsibility and authority would be severely limited in this phase if only by the autonomy of the Operating Officers who have had a vested interest for nearly twenty years.

40. For the second phase, of perhaps a year, the operating verb would be advise. By this time the Board would be able to apply to many of the specific problems of one component what it has learned from the successes and failures of other components. It would gradually be able to persuade the now jealous Career Services of the valuable help it could give. It would also gradually identify those problems which require higher authority to solve. Authority would still be mainly advisory, and responsibility would be mainly planning in great detail for the workings of the system in the final phase.

41. The third phase, full operation, would have the functions described in this paper. By the time this phase is reached there will have to be a most careful spelling out of the relationship of the Board's function to those of the Career Services, the Director of Personnel, the Agency Manpower Officer, the Training Selection Board, the Operating Officers, and even the Inspector General.

CONCLUSION

42. This paper has attempted to point out that our present personnel and management system has no organized programs to develop the careers of individual officers to achieve senior and executive positions in the Agency. This situation exists in spite of the fact that Agency studies indicate that in the next fifteen years the Agency will lose about 90% of its present senior officers. It was also pointed out that our system does include, however, much that can be quickly and effectively utilized to give us an effective development program. What is needed at this time to establish such a program is a centralized facility, responsible to the DCI, which can monitor, advise, and at times direct, to see that the career development needs of the Agency are met.

43. A Career Development Board should be formed as soon as possible to function as the Director's facility to implement this program. The appointment of its chairman and two members, along with the issuance of an Agency notice outlining the responsibilities of the Development Board and the purposes and goals of the program, will set the program in motion.

44. The Development Board, as one of its responsibilities, will recommend to the DCI specific means for establishing a Generalist Corps in the near future.

45. When the Development Board has been established and set in motion the machinery for an effective career development program, including the establishment of a Generalist Corps, the Agency will have a career development program second to none.

~~SECRET~~

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

CONFIDENTIAL

GRAPHS

GRAPHS

- 24 -

~~SECRET~~

CONFIDENTIAL

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

25X9

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

MEMORANDUM FOR:

Note: These charts were detached from
ER 64-2758 (DD/S 64-2201)--O/Per
Monthly Report of March 1964. They
should be returned to DD/S Registry for
file with that document.

DorisM.
O/ExDir

13 Aug 64
(DATE)

FORM NO. 101 REPLACES FORM 10-101
AUG 54 WHICH MAY BE USED.

(47)

25X9

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6

Next 1 Page(s) In Document Exempt

Approved For Release 2001/07/30 : CIA-RDP78-06217A000200080001-6